

Is the CAP Fit for Purpose?

A rapid assessment of the evidence

Guy Pe'er, Sebastian Lakner, Gioele Passoni, Clémentine Azam, Jurij Berger, Lars Hartmann, Stefan Schüler, Robert Müller, Marie von Meyer-Höfer, Yves Zinngrebe

Scoping committee: Tim Benton, Peter Bezak, Aletta Bonn, Lynn Dicks, Neal Haddaway, Bernd Hansjürgens, Kaley Hart, Jennifer Hauck, Felix Herzog, Francisco Moreira, Amanda Sahrbacher, Christian Schleyer, Clélia Sirami, and William Sutherland



EUROPEAN
ENVIRONMENTAL
BUREAU



GEORG-AUGUST-UNIVERSITÄT
GÖTTINGEN

sDiv

synthesis centre of  iDiv



Background

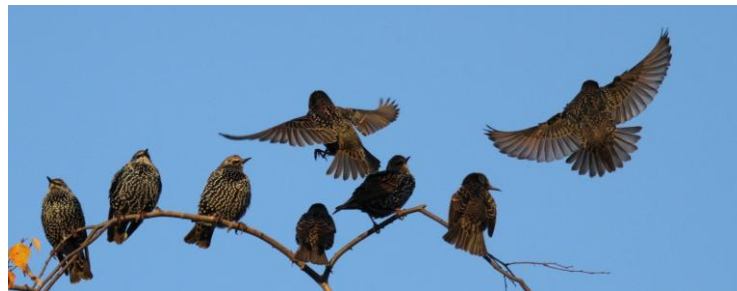
The CAP's objectives (1957 → Treaty of Lisbon 2009):

1. Increase agricultural **productivity**
2. Thus ensure a fair **standard of living** for the agricultural community
3. **Stabilise markets**
4. Assure the **availability of supplies**
5. Ensure that supplies reach consumers at **reasonable prices.**

New objectives 2010:

6. Viable food production
7. Sustainable management of natural resources and climate action
8. Balanced territorial development

Does the CAP support these objectives?



Aims

1. To examine **the CAP's impacts on our society, economy and the environment**
2. To assess whether the CAP fulfils
 - its own objectives
 - the UN's Sustainable Development Goals
3. To offer a (contribution to) an **evidence-based Fitness Check**



Source: United Nations

Fitness Check criteria

- **Effectiveness:** Have the objectives been achieved? Which significant factors contributed to or inhibited progress towards meeting the objectives?
- **Efficiency:** Are the costs reasonable and in proportion to the benefits achieved? Also considering other, comparable mechanisms?
- **Internal Coherence:** Do the CAP instruments agree or conflict with each other in terms of objectives, institutions and/or effects?
- **External Coherence:** Do other policies agree or conflict with the CAP in terms of objectives, institutions and/or effects?
- **Relevance:** Is the CAP relevant to the challenges as perceived by EU citizens, farmers and policy makers? Is it using (and supporting) the most updated criteria, tools and knowledge?
- **EU Added Value:** Does the CAP address challenges better than national-, regional- or local-level solutions?


Methods: Rapid scoping and evidence assessment

Desk study January-April 2017

- Scoping and study design: establish scoping committee, delineate methods & working protocol, construct database
- Literature included: peer-reviewed scientific literature, 2006-2017, only if directly relating to the CAP
- Evidence gathering into the database by our team + call for evidence among experts across Europe (online survey)
- Analysis of the outcomes

Rapid assessment of the Common Agricultural Policy: Evidence gathering

2. Evidence provision (paper 1)

2 / 4  50%

In each of the coming pages you would be able to insert one publication. Please only insert papers which you are fully familiar with, as a reader, reviewer or (co-)author.

* 1 Paper 1 details:

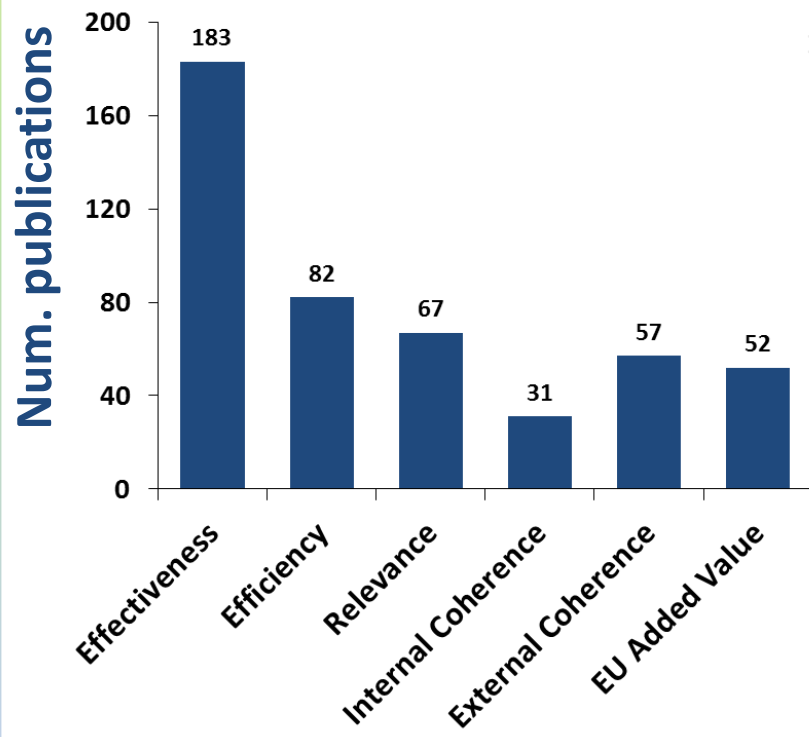
First author

Year

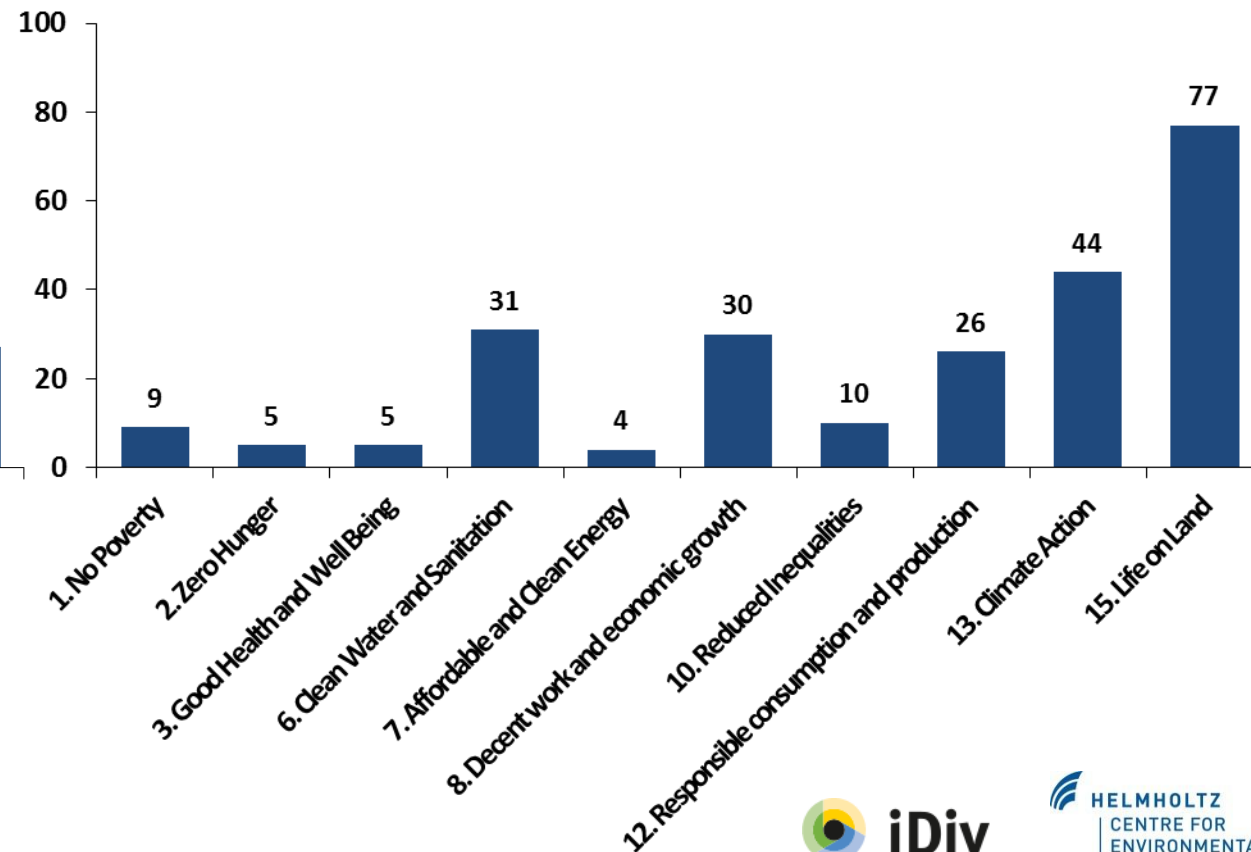
Results I: overview

- **587** potential publications listed as „candidates“
- **275 publications** scanned and inserted into the database
 - ... from 26 Member States and beyond the EU
 - ... 62 contributions via the online survey

Assessment criteria



SDGs addressed

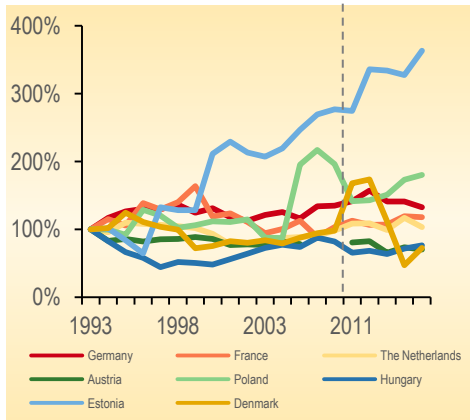


Is the CAP effective? I: Environment

Overall patterns

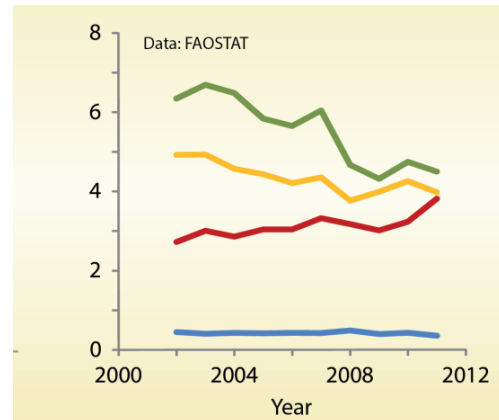
Use of Herbicides

Eurostat, own calculations



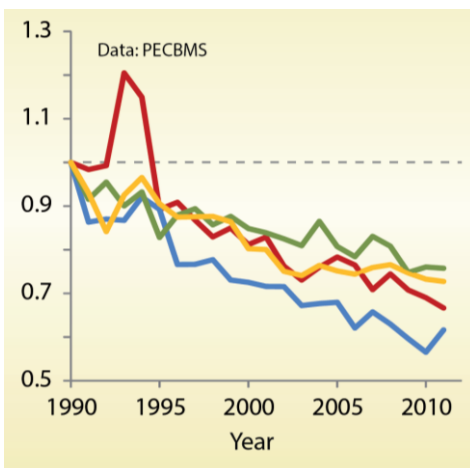
Fertilizer use

Pe'er et al.2014, source FAOSTAT



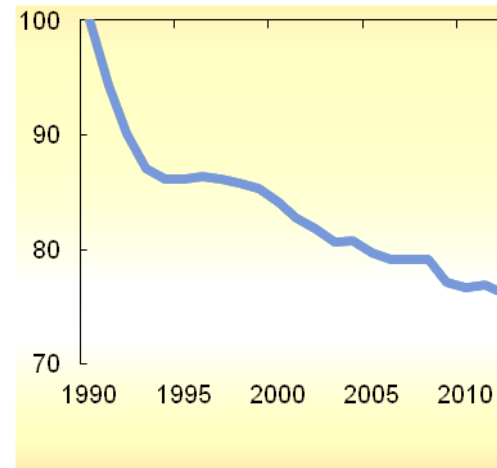
Farmland Bird Index

Pe'er et al.2014, source PECBMS



Greenhouse Gas emissions

Eurostats; Global LUC not considered !



Specific policy areas

- **Climate action**

Some local successes, synergies with fertilizer reduction, but important emissions from land-use change outside EU

- **Land-use changes**

Partial and local successes, e.g. on the use of chemicals, but intensification and abandonment continue

- **Biodiversity and Ecosystem Services**

Local successes; much knowledge and positive experience on agri-environment schemes, greening has some potential, but overall mixed outcomes

- **Soil and water quality**

Some local successes

- **Non-designated mechanisms**

Poorly studied, likely strongly negative effects

- **Global effects**

Strong negative impacts e.g. from imported feedstock

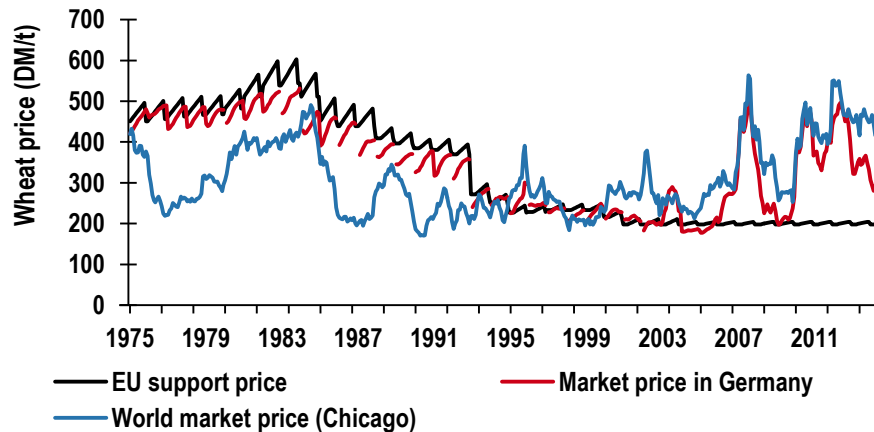
- **Animal welfare** - not much is done

Is the CAP effective? II: Socio-economy

Overall patterns

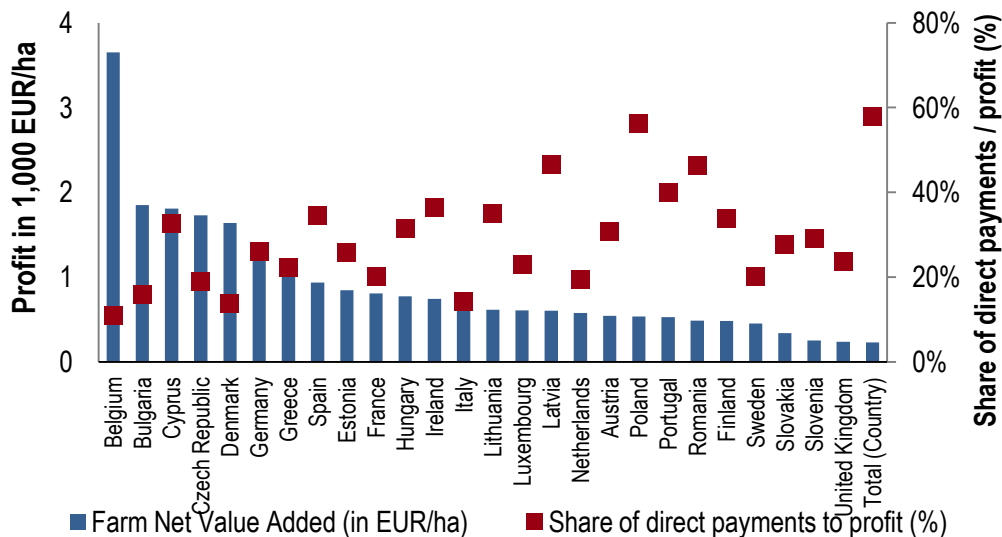
Wheat Prices in the EU & World market (DM/ton)

Source: Von Cramon-Taubadel, not published



Share of direct payments in farm profit (%)

Source: FADN 2017, own calculations



Specific policy areas

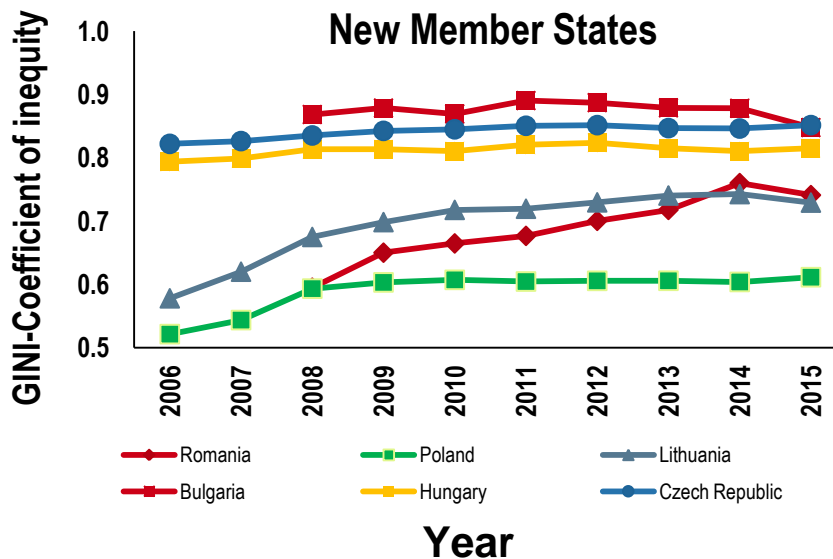
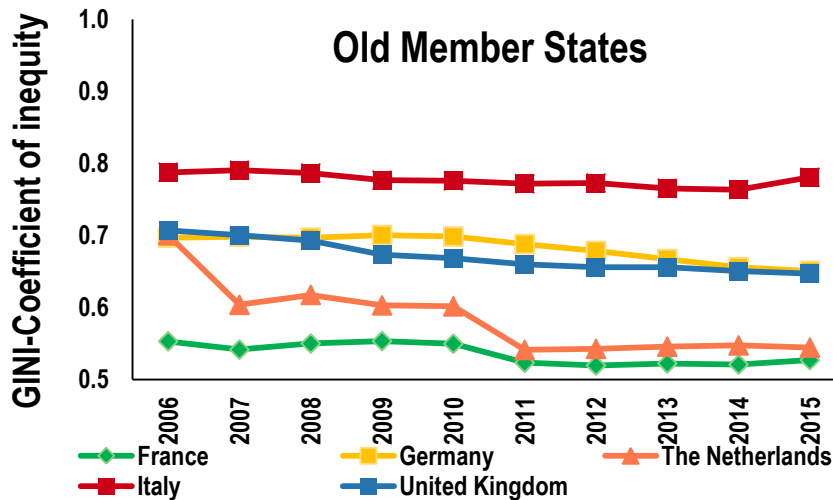
- **Productivity**
Direct Payments increase productivity but reduce farm efficiency
- **Stabilising markets**
Integration into world-markets achieved
No export subsidies & reduced tariffs
- **Income support**
(Some) farms overly dependent on support
- **Green growth**
Supports organic farming
but other farming systems supported too
- **Balanced territorial development**
Pillar II supports a balanced territorial development
but inequities among beneficiaries are large
- **Global effects**
some successes, e.g. reduced market distortions

Is the CAP efficient?

Socio-economy

Distribution of Direct payments 2006-2015

Source: own calculations



Environment

Budget allocation per ha toward biodiversity conservation (without considering effectiveness)

Policy measure	Ecological Focus Areas (Pillar I)	Agri-Environment-Climate Measures (Pillar II)	Natura 2000 (Grassland)
Total public funds (Mio. EUR)	12,638.21	3,250.92	290
Agricultural Area (Mio. ha)	8	13.15	11.65
Funding per area (EUR/ha)	789.89	247.17	24.89

- Ineffective allocation of subsidies
- Weak justification, missing indicators
- Leakages away from farmers, e.g. to land rental
- Effective instruments are not implemented broadly enough
- Competing instruments and administrative burdens reduce efficiency

Coherence

Area	Potential / Virtues	Shortcomings / Challenges
Internal Coherence (example environment)		
Conservation versus production	<ul style="list-style-type: none">• Instruments could potentially align ecological and economic interests• Some cases demonstrating good implementation and good practise (AES & Natura 2000)	<ul style="list-style-type: none">• No clear, overarching targets• Multiple instruments with differing targets• Conflicting implementation (interests) <p>Ineffective implementation impedes coherence by Member States or regions</p>

Political conflicts emerging from multiple and unclear objectives

Is the CAP relevant?

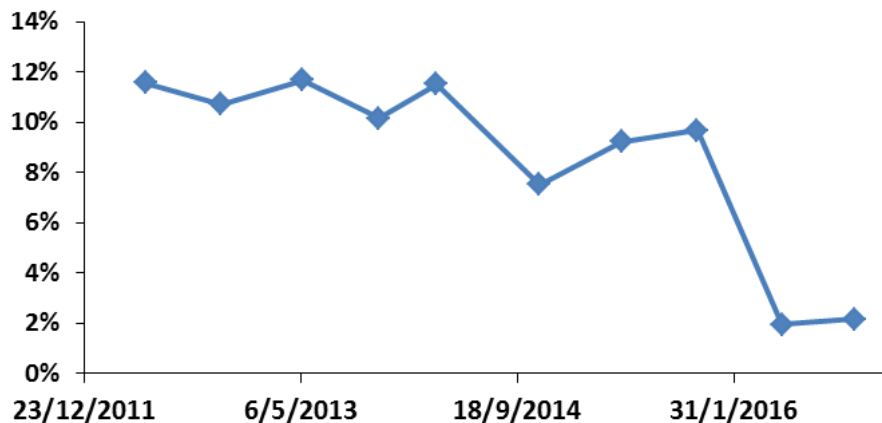
Supports and adopts technology, but...

Knowledge & indicators are poorly taken up

Its objectives do not meet current challenges
...and the relevant objectives are not fulfilled

Societal acceptance exceptionally low

Proportion of EU citizens listing CAP as a most important result of the EU



Source: Eurobarometer 2016

CAP Objectives 1957 → 2009

- 1 Increase agricultural productivity**
- 2 fair standard of living
- 3 Stabilise markets**
- 4 availability of supplies**
- 5 reasonable prices**

⇒ 1,3,4,5 not relevant

⇒ 2 partially fulfilled

CAP Objectives 2010:

- 6 Viable (?) food production
- 7 Sustainable management of natural resources / climate action**
- 8 Balanced territorial development

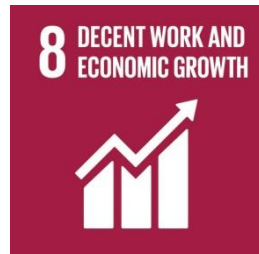
⇒ All relevant but 6 unclear, 7 not achieved, 8 partially fulfilled

Does the CAP support SDGs?

Socio-economy



Better than without it, but still not good



Supports organic farming, but also unsustainable farming systems



Can do better: 32% of payments go to 1.5% of beneficiaries



Poorly addresses nutrition (diets, obesity, overweight), **waste** and **externalities**

Environment



Some local, positive results for designated mechanisms



Some local, positive results for designated mechanisms



Some local, positive results for designated mechanisms

...but overall negative trends & strongly negative global impacts

Key conclusions and emerging recommendations

- **Mixed effectiveness, very low efficiency, poor relevance**
- **Much knowledge but little uptake of it**
- **Addressing sustainability is critical from both socioeconomic and environmental perspectives**
- **The CAP needs clear, overarching objectives**
- **Monitoring and indicators need to be improved**
- **Environmental concerns could be (easily) much better addressed**
- **...!**



Limitations and outlook

Mixed results: many studies are too narrow and/or disconnected from policy; most studies focus on designated instruments; gaps regarding indirect and overall effects of the CAP

Rapid process could only covered a small proportion of the literature

- Mostly in English
- Only few reports and policy-documents included
- Much Local-to-national-level knowledge not yet harvested
- Some entire topics not assessed (e.g. forest and forestry; health effects)
- Wealth of recommendations not yet collated

**Indicates on the need, and potential,
of a much better and broader assessment**



Call for an open, inclusive, evidence-based fitness check and a science-policy dialogue to make best use of knowledge for optimising the spending of 50 Billions Euros/year toward a modern, simpler and smarter CAP

Our database is accessible via

<https://idata.idiv.de/>

Our call for evidence remains open for (quality) contributions at

www.surveymonkey.de/r/RapidCapAssessment

Thank you for your attention

Guy Pe'er, Sebastian Lakner, Gioele Passoni, Clémentine Azam, Jurij Berger, Lars Hartmann, Stefan Schüler, Robert Müller, Marie von Meyer-Höfer, Yves Zinngrebe

Tim Benton, Peter Bezak, Aletta Bonn, Lynn Dicks, Neal Haddaway, Bernd Hansjürgens, Kaley Hart, Jennifer Hauck, Felix Herzog, Francisco Moreira, Amanda Sahrbacher, Christian Schleyer, Clélia Sirami, and William Sutherland

The study has been commissioned by BirdLife and EEB and supported by NABU, iDiv, UFZ and the University of Göttingen. Results are preliminary and the conclusions are limited by the time constraints and capacity to cover the literature. Pictures by G. Pe'er unless otherwise stated



S. Lakner



F. Moreira



F. Moreira

